

## **CHAPTER SEVEN ATTACHED AGENCIES**

Two agencies, the Office of Youth Services (OYS) and the Housing and Community Development Corporation of Hawaii (HCDCH) and two commissions, the Hawaii State Commission on the Status of Women and the Commission on Fatherhood are attached to the DHS for administrative purposes.

### **A. OFFICE OF YOUTH SERVICES (OYS): Programs, Services, Achievements, and Looking Ahead**

The Office of Youth Services (OYS) was established by the Legislature in 1989 and administratively attached to the DHS. The OYS provides and coordinates a continuum of services and programs in every county for youth-at-risk, to prevent delinquency and reduce the incidence of recidivism. Although a core responsibility of the OYS is to manage and operate the State's only Hawaii Youth Correctional Facility (HYCF), the agency places great emphasis on providing and supporting "front end" prevention, diversion, and intervention services.

#### **Programs & Service Areas**

The OYS focuses on seven programs and service areas that address youth's needs from prevention to incarceration and aftercare. The following is a brief description of the programs and services the OYS provides.

##### **1) Positive Youth Development (PYD)**

The PYD programs offered by 22 private providers funded by the OYS served over 4,200 youth, including urban and rural youth. Targeted were youth who were homeless, truant, in foster care and group homes, pregnant and parenting youth, and youth at-risk who had contact with the police. Because these youth were at-risk for educational failure or involvement in the juvenile justice system, services and activities aim at helping these youth develop resiliencies so they can successfully transition to young adulthood.

##### **2) Youth Gang Prevention and Intervention**

The OYS funded youth gang prevention and intervention services that included development and implementation of community response teams and gang mediation services. Targeted were youth ages 11 – 18 who were engaging in either emergent or more serious gang behavior. Services were provided by Adult Friends for Youth and the City and County of Honolulu, and included community mobilization efforts, strategies for gang prevention and intervention, and formal mediation services for youth gang members.

##### **3) Truancy Prevention and In-School Suspension**

In collaboration with the Department of Education, the OYS offered services to enhance school engagement and performance in order to ensure educational success for at-risk youth and their families. Targeted were youth ages 7-18 who were at-risk for truancy and chronic absences. The three funded agencies provided service

activities that promote attendance, attachment, and achievement to ensure educational success.

#### **4) Attendant Care**

Attendant Care provided arrested status offenders and non-violent law violators ages 10 – 17 with a safe, secure alternative to police lock-ups and 24-hour access to immediate crisis intervention services, assessment services, referral services, and short-term case management services. The program ranges from one-to-one supervision (attendant care) for youth whose parents cannot be contacted to short-term case management and/or access to emergency shelter services for youth needing longer stays. These services helped to divert juveniles from further involvement with the juvenile justice system and to provide immediate intervention at the point of arrest. In FY10, over 200 youth were served by four OYS-funded contracts.

#### **5) Community-Based Outreach and Advocacy**

The OYS provided intervention case advocacy services to youth whose unhealthy, risky behaviors placed them at-risk for initial or further penetration into the juvenile justice system. Four funded providers identified and engaged youth and family in order to provide intake and assessment, assist in creating a youth/family driven service plan, to support youth/family in accessing services, and to provide follow-up to ensure services were properly provided. In FY10, over 280 youth were served by the OYS-funded providers.

#### **6) Community-Based Residential Services**

Youth who cannot or will not remain at home were served by community-based residential programs that helped these youth prepare for return to community living by improving their decision-making, social, and independent living skills, and enhancing their commitment to learning and education. Under the umbrella of 19 contracts, seven different providers offered a range of residential programs on all major islands, helping over 200 youth to remain on their respective islands near family and other community support systems. These residential programs included:

- Emergency Shelters for youth ages 10—18 who were recently arrested status offenders, non-violent law violators, or intoxicated youth, or troubled, abused, or neglected youth requiring short-term shelter and related services that addressed a present crisis.
- Independent Living Programs for youth ages 17—22 who were troubled, abused, neglected, or adjudicated, and lack the attitudes, skills, and resources for independent living.
- Level I Non-Intensive Programs for youth ages 12—18 who were troubled, abused, neglected, or adjudicated, and who had been identified as moderate risk in one or more areas of need.
- Level II Intensive Programs for youth ages 12—19 who were troubled, abused, neglected, or adjudicated, identified as high risk in one or more areas of need, unable to function in a pro-social manner without constant

supervision and support, and assessed as high flight risk.

- Statewide Ke Kama Pono (“Children of Promise”) Safe Houses are community-based residential alternatives for troubled youth who are at-risk of penetrating into the juvenile justice system. A diversion from institutional settings, such as the Juvenile Detention Home and/or the Hawaii Youth Correctional Facility, at Ke Kama Pono troubled youths receive needed guidance and support through a highly structured, closely supervised residential program in a rehabilitative environment.

The initial Safe House opened its doors in Honoka’a on the Big Island in December 2005. In FY08 – 09, the Honoka’a Safe House successfully served 14 girls bringing the total to 49 girls served since its inception. During FY09 three additional Safe Houses were built in Kona, Wailuku, and Kalaeloa for boys.

The Ke Kama Pono Safe House program continues to help youth reintegrate back into their community, with most demonstrating improvements in mental health, physical health, educational achievement, civic responsibility, social skills, vocational skills, and the ability to resist substance abuse.

#### **7) The Hawaii Youth Correctional Facility (HYCF)**

The primary purpose of the HYCF is to provide care and custody of at risk youth committed to the State by the Family Courts. In a safe and secure setting, the HYCF provides a variety of counseling, treatment, and educational services within the facility to aid in the redirection and rehabilitation of each youth ward. The programs conducted within the facility are intended to be a part of this effort to provide guidance and opportunities for positive changes in the behavior of the youth.

#### **8) Federal Grant Programs**

In addition to the service areas, the OYS also oversees and manages a variety of federal grant programs that enable the State to improve the juvenile justice and education systems and/or implement local programs and services for youth. These federal grant programs are from:

##### **The U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP)**

In 1974, Congress enacted the federal Juvenile Justice and Delinquency Prevention (JJDP) Act to improve the effectiveness of the juvenile justice system. The OYS is the State agency designated by the Governor to manage the OJJDP formula block grant programs and the State Advisory Group (SAG), appointed by the Governor, provides policy recommendations to the Governor, the Legislature, and the OYS, as well as overseeing the administration of the following JJDP Act programs:

- **JJDP Act, Title II, Formula Grants Program** that enables states to meet and maintain compliance with the four core requirements of the JJDP Act, support delinquency prevention efforts, and improve the juvenile justice system. The core requirements require the deinstitutionalization of status

offenders, removal of law violators from jails and lockups, elimination of sight and sound contact between juveniles and adult offenders, and reduction of the disproportionate numbers of youth of ethnic minority who come into contact with the law.

- **JJDP Act, Title V, Incentive Grants for Local Delinquency Prevention Program** is aimed at reducing delinquency and youth violence by supporting local communities in implementing delinquency prevention programs. Grants were made to the counties that are in compliance with core requirements of the JJDP Act.
- **Juvenile Accountability Incentive Block Grant (JAIBG)** provided funds to states and units of local government to promote greater accountability in the juvenile justice system. Through this program, juvenile offenders were held accountable for their wrongdoing by individualizing their consequences to make them aware of and answerable for the loss, damage, or injury perpetuated upon victims.

In November 2009, Governor Lingle notified the OJJDP that due to the State's budget crisis and the subsequent reductions in OYS staff, she was transferring the administration of OJJDP funds to the State of Hawaii Department of Defense (DOD). OYS and DOD worked closely together for the remainder of the FY to ensure a smooth transition in the de-obligation and re-obligation of these federal funds and to maintain services for youth.

#### **U.S. Department of Education, Title IV, Part A, Safe and Drug Free Schools and Communities Act (SDFSCA) State Formula Grants, Governor's Program**

The OYS administered the Governor's program which is 20% of the total amount of this award received by the State for the purpose of fostering safe and drug-free learning environments and supporting academic achievement. The Governor's portion is primarily awarded to community-based agencies that provide drug-use prevention and violence prevention activities for populations needing special services, such as drop-outs, suspended and expelled students. The services also targeted youth between the ages of 10 to 19 who had contact with the police, or were experiencing social, emotional, psychological, educational, moral, physical or similar problems, or who were of ethnicities over-represented within the juvenile justice system.

#### **U.S. Department of Health and Human Services--Title XX Block Grant**

The OYS utilizes funding from the Title XX Block Grant Program to provide services to at-risk youth and youth in need of foster care. A primary goal of this grant is to increase the level of self-sufficiency for youth and prevent institutionalization within the social welfare or juvenile justice systems.

#### **OYS Achievements in FY 2009**

##### **In-Community Programs**

OYS continued funding for over 90 contracts to community-based agencies to enhance the continuum of services offered within geographic regions and to address

the needs of at-risk youth and their families statewide. Over 12,000 children and youth were served under the umbrella of these contracts in FY10.

The OYS collaborated with the Benefits, Employment and Support Services Division to procure contracts for services funded by Temporary Assistance for Needy Families (TANF) federal funds relating to Teen Pregnancy Prevention (Purpose 3) through Non-School Hours and Positive Youth Development Programs for youth at-risk. Contracts were funded with 12 community agencies statewide to provide non-school hour program services, ranging from instructions in the creative arts to life-skills building through music therapy. In

The OYS continued to partner with the Judiciary, the Family Court, and the Juvenile Justice State Advisory Council to implement Juvenile Detention Alternatives Initiative (JDAI) under the guidance of the Annie E. Casey Foundation. Implementation of JDAI core strategies will help to eliminate inappropriate or unnecessary use of secure detention, minimize failures to appear and incidences of delinquent behavior, redirect public finances to successful reform strategies, improve conditions in secure detention facilities, and reduce minority over-representation in the juvenile justice system.

The OYS staff continued to provide professional support to the Juvenile Justice State Advisory Council (JJSAC). Its members take an active role on both the state and national level in supporting juvenile justice reform and attention to juvenile justice issues.

### **Hawaii Youth Correctional Facility**

In 2005, the Hawaii Youth Correctional Facility (HYCF) was sued under the Civil Rights of Institutionalized Persons Act (CRIPA) filed by the U.S. Department of Justice (DOJ) on behalf of the incarcerated youth wards. In February 2006, the lawsuit was settled through a Memorandum of Agreement (MOA) between the State of Hawaii and the DOJ.

Since that time, considerable progress has been made in working towards substantial compliance with the terms of the MOA. In a letter dated March 4, 2009, from the Civil Rights Division of the DOJ to Hawaii's Department of the Attorney General, the following, in part, was written:

- It is evident that the State has worked diligently to come into compliance with the MOA. For example, the State has implemented nearly all of the necessary policies and procedures; instituted a comprehensive staff training program that incorporates competency based testing; and has hired a grievance coordinator, investigator, quality assurance coordinator, and additional direct care staff. The State has greatly improved data reporting and communication among security, medical, and mental health staff at HYCF and has addressed problems with youth access to educational services and medical care. Regarding education, the State has achieved sustained substantial compliance with all the provisions of the MOA.
- Accordingly, we do not plan to reinstate the Complaint upon termination of the MOA.

The average daily population at HYCF for the FY was 73 youth – which is 38% above its 56-bed capacity. New programs are being developed and implemented to expand the rehabilitative opportunities available to our youth, including much needed transitional services for youth exiting the facility. These programs will not only assist with population control but also reduce recidivism by better preparing our youth for adult life in the community. In addition, the OYS has been working closely with the Family Courts in all four judicial circuits to identify alternatives to incarceration.

### **OYS Focus in FY 2011**

- Consistent with nationwide best practices, ensure adjudicated youth are placed in the least restrictive environment possible – without jeopardizing public safety.
- Participate in the Juvenile Detention Alternatives Initiative (JDAI) Program that promotes detention reform efforts and alternatives to incarceration.
- Improve provider accountability to ensure that youth programs meet the needs of children and communities.
- Collect outcome data in order to improve program performance and youth success.
- Prioritize youth needs and enhance fiscal responsibility to ensure that moneys are being directed to meet the most serious needs of youth.
- Increase community input on programs and mobilize community resources.
- Continue to improve conditions and programs at the HYCF.

### **Provider Focus in FY 2011**

- Improve reporting systems and reduce paperwork for both contractors and the OYS.
- Provide training opportunities for contractors, HYCF staff, and community.
- Maintain continuity in programs and services for youth and their families.
- Explore partnerships with public and private funding resources to maintain and enhance service capacity for the community.